DOCUMENT RESUME

ED 081 732 SP 006 846

TITLE	Study Commission Newsletter on Undergraduate Education and the Education of Teachers.
INSTITUTION	Study Commission on Undergraduate Education and the Education of Teachers, Lincoln, Nebr.
SPONS AGENCY	Office of Education (DHEW), Washington, D.C.
PUB DATE	Jun 73
NOTE	36p.
EDRS PRICE	MF-$0.65 HC-$3.29
DESCRIPTORS	*Federal Aid; *Federal Programs; *Higher Education; *Teacher Education; *Undergraduate Study
IDENTIFIERS	*Competencies; University of Vermont

ABSTRACT

This newsletter presents a collection of articles and news briefs on the general areas of educational change and the federal role in undergraduate and teacher education. There are three major essays. "The University Reorganizes for Human Services" discusses proposed changes at the University of Vermont that are an attempt to integrate and systematize student learning. Of the many changes listed, one is the reconstitution of the College of Technology, the College of Agriculture, and a few related departments in the College of Arts and Sciences into a Division of Applied Sciences which will contain three or four groupings. Also included in this essay is a summary of general competencies and knowledge areas that will be represented by the program. The remaining essays are "New Possible Federal Roles and Relations for Large Institutions" and "Remarks on the Federal Role, Education, and Teacher Education." (JA)

STUD mmission
te education and the education of teachers
ews hall · university of nebras
oln · nebraska 68508

U S DEPARTMENT OF HEALTH
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION
THIS DOCUMENT HAS BEEN REPRO-
DUCED EXACTLY AS RECEIVED FROM
THE PERSON OR ORGANIZATION ORIG-
INATING IT. POINTS OF VIEW OR OPINIONS
STATED DO NOT NECESSARILY REPRE-
SENT OFFICIAL NATIONAL INSTITUTE OF
EDUCATION POSITION OR POLICY

ED 081732

June, 1973

Large Institutions Create 'Small, Mission-Oriented,' rning Communities Within Their Existing Structures?

alue statement of the Study Commission, which is to be a governing statement for the UPEP program, wn the following argument:

What kinds of learning environments should be given support by the federal dollar—given the cultural and local differences which we have described—is a primary question which the UPEP Task Force and the Study Commission on Undergraduate Education and the Education of Teachers must answer. Recent research in the social sciences suggests that, in general, the communities which are most supportive of intellectual and emotional growth in the young tend to be those in which the important groups to which the individual looks are small. They are groups in which youth and age, work and play, education and vocation are not neatly separated.

In such communities, competition among the members is not the dominant reason for acting. No young person stands—or feels that he stands—alone. Indeed, such a supportive community in school and outside of school often seems to be basic to growth in knowledge and skills. If a young person is to feel that he belongs to a significant group, both the school and the community must have an authority structure which is not disrupted by, or made dependent on, "outside" authority structures. [Full text of the value statement can be found in the Commission's document, *Of Education and Human Community,* **pp. 127–135—see Page 35 for further information about the book.]**

As a consequence of this emphasis on small institutions, small communities, and small group learning situations, the Study Commission has sometimes been seen as bypassing major problems in the reform of American education which some critics see as existing mainly in the large institutions. No one would deny that problems also exist in the small-scale institutions. The traditional liberal arts colleges, the small-scale culture-based institutions, the cluster colleges, many community-based institutions which support low-income students—all are in jeopardy. They are in difficulty with respect to financing, to future existence, to staffing, to accreditation, and to capacity to credential their graduates. Many are in trouble on every possible front, if Study Commission correspondence is any index. At the same time, the large-scale institutions—the land-grant universities, the great state universities—are all experiencing another set of problems: student dissatisfaction with the quality of the education they are receiving, faculty discontent with the governing system, and increased legislative insistence on managing the total operation of the large-scale institution. And like the small institutions, large universities are experiencing difficulties in financing

The Study Commission's emphasis on "smallness" is not without some research base. Bayer and Astin [Allen E. Bayer and Alexander W. Astin, "Faculty Influences on the College Environment," p. 12] have found that size is more closely correlated with the student's sense of whether or not the institution of higher education is interested in him than any other factor: (1) Institutions in which teaching assistants are not frequently used and in which faculty have high control over their classroom content are institutions which appear to be regarded as having a high concern for the individual; (2) Institutions which have a high percentage of faculty which are **quality faculty, from the perspective of research orientation,** appear to make their students feel that the institution **as an institution** is not very interested in them [Bayer and Astin].

"... Some groups of faculty and students and agriculturists are fighting to preserve the status quo, but even they are beginning to realize that the status quo is not one of the choice options."

—Charles W. Case, University of Vermont
(See Page 7 for complete text of speech describing the University's reorganization. Professor Case, who is chairman of the Education Administration and Planning Program at the University of Vermont, spoke at a recent meeting of the members of the American Association of Colleges for Teacher Education.)

(Continued on Page 2.)

FILMED FROM BEST AVAILABLE COPY

Small Learning Communities Within Large Institutions . . .

(Continued from Page 1.)

In these same institutions, student dissatisfaction with the institution and "destructive" student protest were most likely to occur [Astin and Bayer, "Antecedents and Consequences of Disruptive Campus Protests," *Measurements in Evaluation and Guidance*, Vol. 4, No. 1 (April, 1971), pp. 18–30]. Jonathan Gallant and John Prothero have compiled research showing that as universities grow too large (beyond 10,000 students), they become impossible for students in that they lose their mission; they become diffuse as "places," having no community center, physically or spiritually; their bureaucracies are capable of handling simple decisions, but boggle in the presence of complex decisions requiring creativity and abundant imagination ["Weight Watching at the University," *Science*, January, 1972, pp. 381–388]. They tend to create psychologically alienated students and status-oriented faculties. These same researchers have endeavored to show that the claims which are made for the advantages of growth in size posit increased cost effectiveness, creating a faculty of a certain "critical mass," and flexibility as the chief advantages. However, their study shows that those gains are fully achieved by the time the institution comes to have 10,000 students in it and are not appreciably bettered as more students enter. The same sorts of arguments with respect to elementary and secondary schools have been elicited by Roger Barker and Paul Gump in *Big School, Small School* [Stanford University Press, 1964]. They show that students receive more personal attention, are less likely to drop out, are less alienated, have a better sense of relationship to the institution, and have a closer relationship to one another and to their teachers if they go to a small school. They also have more opportunity to carry more kinds of responsibility.

"I would like to see a few selected groups of teachers come to Washington and talk with those of us who will be dealing with these issues. I would also like to hear from the trainers of teachers, but . . . I would like to know that you have actually spent some time recently in the classroom, in an elementary or a high school."

—Albert H. Quie, U.S. House of Representatives (See Page 29 for excerpts from Representative Quie's speech to members of the American Association of Colleges for Teacher Education who met in Chicago in late February. Quie, ranking member of the House Committee on Education and Labor, is a Republican from the First District in Minnesota.)

The pervasive effect of American educational policy in the last 500 years has been to push for the larger school and generally for centralized policy-making at the higher education and common school level. In addition, American teachers are acculturated to teach in large schools by being originally educated in large elementary and secondary schools, trained in massive universities, and fed back into large schools for their teacher training.

However, proponents as well as critics seem to be entirely aware of the problems that large institutions —colleges as well as common schools—are facing. Some institutions are endeavoring to do something about it. This issue of the Study Commission newsletter is dedicated to trying to show how some large institutions are attempting to create small communities within the large community, where the human scale can be preserved and anomy avoided.

In addition to a series of articles on specific universities, this issue presents three speeches outlining: (1) a reform plan which is going ahead at the University of Vermont to make a large institution into a genuinely community-building organization serving the needs of its state; (2) federal policy and probable changes, particularly with respect to large institutions; and (3) what the federal role with respect to education generally is likely to be.

The next several pages contain examples of efforts of reform at large institutions which may be stimulating to people who are looking at ways to get their institution to reform its undergraduate and teacher education components to create genuine human-scale learning communities within the large school environment. Beginning on Page 7, Charles Rathbone and Charles Case discuss the University of Vermont's reorganization plan; Paul A. Olson's speech on the federal role as it affects large institutions begins on Page 21; the general federal role is described by Congressman Albert H. Quie (Republican—Minnesota), ranking member of the House Committee on Education and Labor, beginning on Page 29.

"The federal picture . . . appears bleak. Practically all categorical aid programs have been cancelled. One may almost have a sense of beaches piled high with the wreckage of former federal programs."

—Paul A. Olson, University of Nebraska (The revised text of Professor Olson's speech at a recent meeting of the American Association of Colleges for Teacher Education is printed on Page 21. As director of the Study Commission on Undergraduate Education and the Education of Teachers, Olson discussed the role of the federal government in large university affairs.)

See Page 36 for Announcement of UPEP Program From June 14 Federal Register

University of Kansas Forms Five Cluster 'Colleges-Within-A-College'

The **University of Kansas** has developed five "colleges-within-the-college" at the undergraduate level (Centennial, North, Nunemaker, Oliver, Pearson) on the assumption that knowledge is produced as much in the living groups as in the class and that classes and living groups need to be related—made up of students who more or less know each other. Each college has its own director and its own representatives of the Office of the Registrar, the Office of the Dean of Men and the Office of the Dean of Women, to allow somewhat personalized guidance. Each college has some degree of academic autonomy in creating interdisciplinary courses, special discussion sections (or unusual studies—for instance, "geography taught in a foreign language").

Perhaps the most interesting "College" curriculum is the **Pearson College Integrated Humanities** program. The teachers in the program are chosen for teaching competencies and capacity to represent traditional Western "pre-industrial" views and to engage in a Socratic "search for the truth." Courses are interdisciplinary, focused on policy, and, in some cases, controversial—viewed by some students as "dogmatic" or "authoritarian."

In addition, Kansas has developed programs of community outreach and residence centers where remote communities around the state identify the intellectual agendas of the people and ask Kansas to respond to these. Related to this work is **Kansas University's** work with **Haskell Indian Junior College,** which involves faculty interchange, work in Indian law and other Indian-related courses, and ultimately training Indian teachers for reservations.

The residence centers may not yet have influenced School of Education policy. However, the School of Education has developed a commission for alternative programs and voted 25 per cent of its resources to this commission.

Evaluations of the Kansas "small group" program are ambiguous. They tend to suggest that people in the program are somewhat more likely to receive multiple academic awards and to encourage the formation of friendships and giving of academic help to others. Students in the colleges appear to be somewhat less likely to drop out during the first two college years. They themselves say that the plan increases participation, interest, and sense of ownership in the institution; faculty studies suggest that faculty generally want the program to continue. Some people felt that "when subcollege learning is good, it is very, very good, and when it is bad, it is terrible." Evaluation can be obtained from E. Jackson Baur, Department of Sociology.

Three Residential Colleges at Work on Michigan State Campus

Michigan State University is one of America's largest universities (44,000 students) and does not attempt to include all of its students in living-learning groups, but it does include three small (about 600 students) cluster or residential colleges. **Justin Morrill College** (liberal arts oriented) and **James Madison College** (social science oriented) are among the oldest of the "institutions-within-an-institution" at large universities. The third, **Lyman Briggs College** (science oriented), is relatively new, having graduated its first class in 1971.

All three colleges have been under review in the past year because it has been suggested that they are high-cost segments. Each is housed in a dormitory and stresses teaching, the relation of the liberal descriptions to action and policy, and the development of coherent learning communities.

James Madison College focuses on five interdisciplinary problem areas: (ethnic and religious intergroup relations; international relations; justice, morality, and constitutional democracy; socio-economic problems and urban community problems). It includes field experience work in the junior year: *inner city teaching;* American Civil Liberties Union work; arms control; and assistance to U.S. Senators, to federal agencies, to think tanks and to social agencies. Educational formats include small groups, large groups, field work, and student-initiated studies. Constant attention appears to be given to better relating theoretical studies and practical interventions in policy-areas.

Lyman Briggs College, which is of a similar size, is designed to provide a liberal science-based undergraduate education. A core program meeting the general education requirements of the University, and providing training in the biological and physical sciences and in mathematics, as well as giving special attention to problems in science as they affect society, is required of all students.

The college, according to its administrators, is "designed to offer its students the benefits and privileges of a small college community without sacrificing the advantages of membership in a leading major university. Its students include those who wish to 'major' in one of the traditional sciences or mathematics in preparation for graduate work; those seeking pre-professional training; and students interested in science but wishing to defer specialization until later in their collegiate experience. In addition, slightly less than 10 per cent of its students are seeking certification as secondary school teachers of science or mathematics. Through the training of these prosepective teachers, the Briggs program is of special relevance to the lower schools."

As a result of the nature of the residential college and the free flow of information between faculty and students, Briggs students are known to play an important role in shaping the educational experience of the college. Officials say that "the issue of what is good teaching is frequently raised, and students' suggestions are encouraged. The college employs many undergraduate teaching assistants, and has developed a unique training program using video equipment to provide feedback on interpersonal skills often used in teaching."

Justin Morrill College, the oldest of the Michigan State cluster colleges, emphasizes non-traditional forms of liberal education, particularly in arts and humanities areas. Faculty members acting as "entrepreneurs" design courses reflecting their own intellectual interests. Students are free to choose from a wide range of courses, discussions groups, and study centers "marketed" by the faculty; students also create their own curriculum by selecting from among these experiences, those which relate to a theme of their personal choosing, or they create and teach courses themselves after they have taken a seminar in teaching-and-learning and been introduced to some of the lore and science of teaching. In the junior year, the college encourages at least a term of field work either in the U.S. or abroad. Students are prepared for the experience through seminars in "learning from experience," "analysis of critical events," spot work in small towns and exposure to Peace Corps techniques.

The field experience is generally an experience in "another culture"—in depth—in a single community. Maximum mastery of the community is encouraged prior to the field work period. This is followed by an extended general analysis in which students attempt to find meaning from the experience by pulling together theory and practice, analyzing critical incidents, and establishing a perspective on what has happened. Two thirds of the student's work is in the Justin Morrill College, and one third is in theoretically related courses in the university at large.

An intensive evaluation of the college has just been completed, and

(Continued on Page 4.)

Michigan State . . .

(Continued from Page 3.)

it described Justin Morrill as doing a good job of academic innovation. The report indicated that students had developed an excellent learning community (in areas of motivation, mutual support, student formal and informal intellectual interaction, and student faculty interaction); it also showed that faculty had developed a similar community as a consequence of team teaching and internal mutual criticism of teaching-learning efforts. The evaluation characterized the college *as a genuine community* in the sense that it has a common sense of values, a capacity to defend them, and a willingness to keep internal argument alive in the defense of an improved learning community. The variety of courses and cost of the program was criticized.

Justin Morrill College has been inhibited in the process of educating teachers by conventional requirements created by accrediting and related credentialling processes which require "so-and-so many" courses in education and, in many cases, a conventional discipline-based major. Dean D. Gordon Rolman of the college has written:

"We do fall into the category of 'cluster' or 'experimenting' colleges, and we do have a large percentage of our students who train for teaching in the public schools (approximately 30 per cent). But we do not have any program at present, nor do we contemplate having any, that would directly relate to the training of teachers. Our teacher candidates submit to all-university requirements for certification. This means in practice that they must take a state-established minimum number of credits in a major and a minor field and a certain number of credits in professional education courses. In fact teacher candidates in this college sacrifice a good deal of the freedom and opportunity of our innovative curriculum in order to meet all-university requirements.

"I would prefer, of course, that it were otherwise, that we could innovate in teacher preparation along with our experiments in general and liberal education. Much of what we do bears upon teaching, such as work in sensitivity training and in field study, but at present we do not have anything like an alternative program for teachers."

Institute for Learning and Teaching Serves Metropolitan Boston

The University of Massachusetts at Boston has developed an **Institute for Learning and Teaching** which works with teachers and administrators who are already in service, parents, and community groups. Although it does not emphasize the college residential learning community of which the teacher-to-be is a part, it does stress the learning communities of which children are a part and which teachers will enter after their training.

The Institute is concerned with serving, training, and working with all the forces that make up the educational life of the metropolitan area of Boston: schools, governmental agencies, universities and other institutions, and community groups. The Institute is the University's major means of responding to the city's and the community's demands to make its resources available to nearby schools. The Institute has established an Alternative Training Service which runs short-term in-service training programs for teachers, administrators, parents, and community groups that concentrate on fairly specific skills—for example, a conversational Spanish course for English-speaking teachers of Spanish-speaking students. The Institute provides consultant-trainers (each allocated from $10,000 to $30,000 for temporary services) to Boston's new open space schools. The consultant-trainers provide assistance to teachers and administrators and assist a cadre from the Staff Development Department of the Boston Public Schools in developing skills to carry out their work with teachers. The consultant-trainers assist teachers in open space schools by bringing appropriate resources to them from institutions including: the Schools Program of Boston State Hospital, the Resources Center of the Children's Museum, the Workshop for Learning Things, the Advisory for Open Education, community agencies, and private consultants. They work with administrators through meetings to share common concerns and alternative ways of addressing those concerns. The Institute involves many of the members of the rest of the University who consider the Institute a useful resource for developing innovative programs, especially those involving field work with city children and child-serving agencies. One of its services to the University is the maintaining and developing of the Sociology and Urban Social Service (SUSS) Program, which is designed to give SUSS students experience in agencies where they have direct contact with individual children and experience with working at different levels in child-serving agencies.

The Institute also establishes ties among its projects. Two examples of this anti-departmentalization are: 1) The consultant-trainer in the parochial school project also works in one of the secondary school programs; 2) Several of the Alternative Training Service programs have been carried out in conjunction with both the bilingual and the secondary school projects. The Institute is kept "on its toes" by the never-ending financial, social, and political changes, which, because they cause changes and shifting in the urban community, call for never-ending changes within the Institute.

U.-Mass. at Amherst Offers Many Options for Future Teachers

The University of Massachusetts at Amherst is developing a program range in its College of Education which allows for a maximum number of options and maximum indulgence of the "entrepreneurial" instinct. There are 26 programs or learning foci which range in size from 18 to 200. There is also a large counseling office to help the students.

Some of the teacher programs are conventional fusions of Arts and Sciences/Education work. Students and staff in others work almost totally for the last five semesters in the field, or in experimental education settings. In these programs the relationship between faculty and student is usually on an informal, first-name basis. Students (20 to 30 per cent of the total governance board) participate in the governance of the total college program, and they also organize and govern most of the work in several individual programs. Some programs are run on a town meeting basis, seeking consensus through faculty-student discussions.

University of Hawaii Develops New Teaching Units in New Places

Within its College of Education, the **University of Hawaii** has formed a number of small experimental teaching units. They include:

(1) The Innovative Program, which works in Kailua High School and three intermediate schools in the Kailua complex, is designed to educate teachers "who understand education as a tool for social change" by asking students to examine their values, clarify what they can offer others, and get involved in the community. The teacher-to-be is encouraged to meet educational crises in the context of societal crises and "to make efforts to create a less destructive world." The teacher's "authority" role is subordinated to his role as "guide," "co-enquirer," and "friend." (This program, however, is to be phased out).

(2) The Waianai program endeavors to train teachers effective in Hawaiian, Portuguese, Phillipino and Samoan neighborhoods. It is based on ideology developed by Oscar Lewis, Arthur Pearl, and others. The program is a field-based program conducted in the Waianai community and provides all its work in the Waianai schools, asking staff and students enrolled to work in local community agencies and to reside in the community,

(3) The "Thursday Nite Hui" of the same College has designed a proposal for a broader-based, more extensive program of a similar nature.

(4) The College of Education as a whole has proposed a performance-based curriculum based in humanistic psychology and emphasizing self-actualization, helping others to be more fully themselves, and helping others to learn in formal ways. Among the more interesting sections of the proposal are its sections on learning groups: independent work, small groups, group interaction and leadership. The program statement asserts that the "College" must embody what it advocates:

"College of Education faculty members should exemplify competencies which they hold desirable for teachers. For example, if prospective teachers are to individualize instruction, their own teacher preparation should be individuated.

"The program should be field-centered. That is, teaching skills, attitudes, and understanding should be developed in their functional context, the school.

"The program should be student-centered. Most of the subject-matter would emerge from the perceptions, concerns, and needs of the prospective teacher which result from the interplay theory and his first-hand experiences with learners.

"Decision-making authority should be shared by all parties affected by the decision.

"The program should be personalized. Each prospective teacher must be accepted for what he is. A personal relationship between the prospective teacher and a faculty member needs to be developed; a non-threatening, supportive climate enhances the prospective teacher's receptiveness to feedback, sensitivity to his own uniqueness, and inclination to explore and experiment. It also develops a personal commitment or responsibility for what he is and wants to be."

Interdisciplinary Development Teams Planned at U. of South Dakota

The University of South Dakota College of Education is proposing to abolish departments and to develop a series of task forces, called Interdisciplinary Development Teams, centered around problems in the state of South Dakota. The teams are: 1) Community Education in Rural Areas; 2) Educational Leadership; 3) Environmental Questions in both Cultural and Physical Aspects; 4) Problem Solving/Inquiry Models; 5) Handicapped Children; 6) Indian Education; 7) Health, Physical Education, and Recreation; 8) Career Development; 9) Educational Research and Service; 10) Central Administration. The teams will work on the problems for a series of years in communities with the students. Students in turn will be placed outstate for varying periods of internship to assist local communities in South Dakota in problem solving with respect to educational problems. Then they will work out of field-based centers all across the state.

U. of Wisconsin-Milwaukee to Offer Degree in Community Resources

Some of the programs being developed for future teachers in large universities are concerned to create good learning environments in the higher education setting or in the field schools where teachers are trained. But the **University of Wisconsin—Milwaukee's** program takes the ordinary street community as its "learning environment."

A major problem in urban education today, according to **University of Wisconsin–Milwaukee** educators, is that the child's experiences at home, in school, and in the community conflict with each other. While the educational goals of schools are explicit, institutions such as the welfare system *implicitly* educate those whose lives they touch with messages about their role and worth as human beings. Community leaders of Milwaukee's Black, Spanish-speaking, and Poor White communities, interested in education and concerned with the *implicit* education of their children, have recognized the positive educational potential of their organizational activities, and are working directly with the University's School of Education to explore ways of providing essential professional training for the leaders of their communities.

The resulting B.S. degree program in Community Education was initiated in 1971. The program features: up to 64 credits offered for students' prior life experiences; three areas of specialization preparing students for work addressing unmet community needs (child care education, adolescent and adult education); development of new skills through practical work in the community; study of how to implement change; concern with improving the quality of life for urban communities; and taking "high risk" students who are leaders of or potential leaders of their minority and disadvantaged urban communities. The two broad objectives of the Community Education Program are: (1) providing a process for developing educational programs emphasizing the needs of the students and the communities they represent; 2) providing a vehicle for the planning and implementing of structural change within the University needed to satisfy the needs of the students and programs like Community Education, while maintaining the standards of the University.

The Community Education Program develops explicit skills at the undergraduate level in community leaders who are already active in educational programs in their communities, and who have a comprehensive, integrated view of the educational resources in the community. The School of Education has been in direct contact with community groups and programs (Head Start Supplementary Training, High School Equivalency Program, High Impact Teams, Adult Basic Education, and Volunteers in Service to America) which are vitally concerned with the education of children and adults within the urban communities.

Students admitted to the Community Education Program are required to: (1) be familiar already with their community; (2) be involved in existing programs in the community; (3) have demonstrated leadership abilities; and (4) be committed to dealing with social problems through effecting positive changes in explicit and implicit educational programs.

(Continued on Page 6.)

U. of Wisconsin-Milwaukee . . .

(Continued from Page 5.)

The three broad objectives of the program are: (1) for community educators to acquire the skills necessary to develop new models for urban education in their communities; (2) for community educators to acquire the skills necessary to function as "trainers" and supervisors of community people engaged in operating educational programs; and (3) for the School of Education to develop new conceptual models for organizing and initiating educational programs. Each student pursues an individualized program, through which he both achieves general program objectives and continues to work on real educational problems in his community.

Oakland School of Education Administers Human Resources Program

A degree similar to the Community Education program degree at the **University of Wisconsin-Milwaukee** is being developed at **Oakland University at Rochester, Michigan,** where the Department of Education is moving more and more into the area of Human Resources Development. The School is emphasizing the human services vocations in general, and education as a part of these. One of the net effects will be to emphasize a good deal more field work on the part of the students and to encourage the students to see education as a total community process. The students will be working with the adult vocations, with the authority structure of the community, and with what goes on in the streets—street work and street play—and in the neighborhoods (perhaps a richer notion of education than that, say, which emphasizes tests and courses for the sake of tests and courses, or reading for the sake of reading).

One of the School's community programs is the Early Childhood Project, which has been a success due to the leadership, on-line planning, and managemnet of its directors. The directors have worked with the community, the University, and the local schools in designing programs, getting co-operative contributions of personal and material resources, selecting able trainees, identifying practicum sites and leaders, putting together a powerful, diverse staff, and reviewing and modifying the program.

The community committee for the project includes Blacks, Mexican-Americans, Poor Whites, and professionals representing educational institutions. The committee is active in decision-making and pushed for free tuition for five fellows and the ten practicum leaders for the two years in which they will work on a master's degree and serve in their classrooms as a practicum site center for the trainees. There is considerable openness among practicum leaders to new ideas and to having trainees in their classrooms. They are learning different points of view and learning new methods from the trainees.

The major process of dissemination for the project is the trainee and the ten practicum sites in different communities. The trainees teach each other through group sharing. According to project officials, they are a well-mixed group with strong leadership skills and include past Vista and Peace Corps volunteers, plus representatives of various ethnic and racial groups.

Kentucky Makes Effort to Use 'Human Scale,' Relate to Community

The **University of Kentucky** has developed a range of activities which are concerned to "place things on the human scale" as well as to relate the university more closely to low-income communities in Appalachia and in urban areas. The College of Education is participating in the University-Year-in-Action program and its interns work out of small learning centers in the Louisville and Lexington communities. The Kentucky Teacher Corps works in a somewhat similar way. The pilot experimental teacher education program at the University of Kentucky also emphasizes early public school experiences from the very start of the student's program—in the freshman and sophomore years.

Part of the **University of Kentucky** program, the Louisville Urban Education Center, experiments in inter-institutional cooperation between institutions with diverse missions: the Louisville Public Schools, the University of Kentucky/College of Education, and the University of Louisville/School of Education, with the Louisville community represented by its own people on the Center's Executive Board. The Center does not operate, maintain, or control specific programs; instead it facilitates educational development by pooling the resources of the three sponsoring institutions. The universities desire field sites for professional preparation programs, while the school districts need assistance in their staff development programs. The Center attempts to locate resources with which to create solutions mutually benefitting its clients. Three basic strategies used in the process are: (1) simple facilitation of communication between persons; (2) logistical or manpower support (to serve this function, the Center employs an intern staff made up of students); and (3) conducting of a project by the Center itself in order to assure its completion. The Center's Executive Board includes the superintendent of schools, the two deans of education, and community people. The staff includes associate directors from the three sponsoring institutions and a director, plus graduate student interns who provide manpower to support projects, conduct research, or provide liaison when necessary. The Center's effort is focused on cross-institutional and community experience, rather than on "super-institutionalization." [The two universities are also working with the Center to design a massive in-service program for all new teachers in the Louisville schools, to be continued through the first three years of a service, a plan which parallels the idea of the Study Commission's School Administrators committee, that undergraduate preparation should continue through the first several years of the teacher's field service and that experienced teachers and administrators should be deeply involved in this phase of the work.]

Another teacher preparation plan is Kentucky's 202/301 program—a three-year sequence which emphasizes student reflections on classroom experience as teacher aides. The sequence is developed from the logs of the classroom experiences of student aides; staff work with students in designing a program reflective of "problem solving" needs reflected in the logs. Part of the program emphasizes practical study of human growth and development and of the "society" and "cultures" in which individual children find themselves and case studies of neighborhoods, homes, and community agencies. The program adheres to the "notion that when one (e.g., the student aide) has troubles in his milieu, he should trace the characteristics of the milieu to the characteristics of the social structure." One observer of the program has written: "The student aides need to realize that they cannot adequately witness for the growth needs of the inner city child simply by changing school practices. Society will have to be changed too, e.g. insuring meaningful and productive work for the parents or giving them substantial direct financial aid [based on] the amount of income needed for a family of a particular size that lives in an urban area."

THE UNIVERSITY REORGANIZES FOR HUMAN SERVICES

By Charles Rathbone and Charles W. Case
University of Vermont

I. System Change

At the University of Vermont we are in the midst of a unique opportunity; we reached a nexus after four years of labor wherein many individuals who are part of a variety of subsystems have committed themselves to a common goal. The goal is to redefine the missions and functions of each of the subsystems to provide an integrated delivery system for matching human services with community needs. The time has come to detribalize. Community people, some leaders from a variety of human service agencies, and some faculty and administrators from each of the five colleges within the university have clearly realized the human waste inherent in our current delivery of human services to meet individual and community needs.

In September, 1972, the president of our university announced that he was appointing a task force of faculty and students who would consult within and outside of the university and then recommend to him by December 1, 1972 a reorganization plan for the university, following which there would be four months of open dialogue and a final plan which would be presented to the Trustees in their April, 1973 meeting. So began the blitz kreig or system break.

Shortly thereafter, the College of Education decided it was time, after three years, to reexamine its mission and functions from a futures perspective, and thereby set three types of groupings to do so:

1. Intensified study within each of the current program areas by faculty and students.

2. Clusters of randomly selected faculty and students comprising five community groups.

3. A communications task force made up of one faculty member from each of the seven existing program areas.

Each of these groups were charged with:

1. Defining educational and related competencies in futures perspective within a community context.

2. Defining new organizational patterns to achieve new missions and functions.

II. Assumptions

Having set the stage, let us take a minute to note the assumptions about change, and, specifically, change in a university that is part of the aforegoing plan:

1. Major system change or system break requires a disequilibrium in all directly related subsystems simultaneously. In this instance the force for change was set in motion at the all-university level, at the college level, and at the program level --all reinforced by the university's suprasystem--the state and its communities. Therefore in such a disequilibrium one must respond; with all the sands moving, one must move.

2. Most universities today are structured according to a classification system that clearly represents the past, not the present, much less the future. Our current organizational structures assume that reality is represented by isolated, discrete bodies of knowledge.

   Bertrand deJouvenal, a philosopher and futurist, defines the problem thusly:

   > "Government projections show what it is doing, wants to do, or has done--but bad results are not made public."[1]

   He goes on to conclude:

   > "We need maps of the present. And we need maps of possible futures. But such maps will always be a function of information, and information will always be a function of what people have chosen to look at."[2]

3. Universities, because of their structure and the behaviors it predetermines, have not helped students to integrate and synthesize their learning, or to link knowledge with problem solving.

4. University education and training in the human service areas has been uncoordinated; each area has assumed its knowledge and competencies are distinct from other like areas. This

isolation has in turn repeated itself in communities and agencies. Most community people have long seen the fallacy and elitism in these distinctions.

5. The future clearly indicates the need for a continuous learning society for purposes of self-actualization and for multiple-career options.

6. As one examines the competencies needed in the delivery of any of the human service areas, it is clear that the specific organizational setting has only a limited effect upon the competency itself.

7. Education must be redefined, beyond just rhetoric, to be a total community function and a life-long process, with or without schools.

   Long ago Aristotle noted: "The state. . . is a plurality, which should be united and made into a community by education."

   Recently, Robert McClintock asked:

   > "Could a community provide the institutional resources to make possible universal, comprehensive, life-long, voluntary study for its people, resources by which each person would throughout his life find open to him a real opportunity to study any subject that he should choose up to the highest level he could master?"[3]

III. Specific Changes

We are now rapidly approaching the April deadline in Vermont. Let me share with you some of the changes that will most likely occur at the university; this will be a sampling only.

1. The College of Technology, the College of Agriculture, and a few related departments in the College of Arts and Sciences will be reconstituted into a Division of Applied Sciences which will contain three or four subgroupings; one of the most exciting will be a School of Natural Resources made up of the previous departments in forestry, civil engineering, and resource economics.

2. This new division and the College of Education and Human Resources will not be organized with departments, but rather on

programs. I will say more about this later.

3. All colleges within the university must clearly articulate their objectives for teaching, research and service, and the relationships between each of these functions. Community-based activities in all these areas will be encouraged and supported.

4. The College of Education will become the College of Education and Human Resources and will add the faculty and students from social welfare, early childhood education, and human development.

5. Currently the programs in the college are teacher education, special education, reading, counseling, student personnel services in higher education, and administration and planning.

   (a) Teacher education, special education, physical education, reading, early childhood education, and human development will become the learning specialties area. Some of the key concepts that will guide the development of this area are:

      (1) The mission will be to prepare a variety of learning specialists for the helping professions.

      (2) Some of the key helping professions areas include:

         --Education for the elderly
         --Leisure time education
         --Rehabilitation teaching
         --Alternative schools
         --Drug education
         --Environmental education
         --Adolescent community centers
         --Human potential centers
         --Day care and primary school centers
         --Teaching in industry
         --Family education

      (3) One of the tasks is to convert the present faculty to learning specialists whose skills, knowledge, attitudes and experiences will enable them to prepare students in a variety of human service areas.

      (4) Subunits within this program such as the American

primary school, will be temporary systems to meet specified needs based on community need, student interest, and faculty competence.

(5) Each subunit will focus on some particular teaching-learning interaction among professionals and clients in a particular human service area.

(6) Each subunit will be comprised of a small team of faculty and students involved in both on-campus and in-community activity.

(7) Curriculums will be revised so as to:

a. Reduce course requirements
b. Create block options
c. Focus on contractual study and independent study experiences
d. Have each curriculum integrate theory and applied field experiences
e. Dissolve most of the distinctions between underclassmen, upperclassmen, undergraduate, and graduate students

(b) The past areas of administration and planning, community education development, counseling, guidance, student personnel services, and social welfare will be reconstituted into a program in organizational and human resource development.

Competencies and Knowledge Areas

The planning, development, and delivery of a variety of human services require common competencies. The competencies represented by this program will be treated as a bank of options which can be delivered through a variety of facilitators: courses, seminars, modules, independent study, laboratory practicums, internships, etc.

The following is a summary of the general competencies and knowledge areas that will be represented by this program:

COMPETENCIES

Counseling

Planning

Administration

Systems Analysis

Organizational Analysis

Educational program development

Organizational development

Community development

Communications

Group dynamics

Advocacy

Consulting

Coordination

Policy analysis

Dissemination skills

Research

Evaluation

Individual appraisal

KNOWLEDGE AREAS

Theories of individual and group change

Organizational theory

Theories of individual and group counseling

General systems theory

Political processes

Communication

Futuristics

Organizational development

Theories of learning and human development

Personality development and mental health

Analysis of social systems:

- Schools
- Colleges
- Government agencies
- Hospitals
- Families
- Communities
- Correctional facilities
- Mental health agencies
- Other social service agencies

Ultimately the broader classification suggested by the new program will afford graduating students additional professional career options in schools, colleges, governmental and social agencies, hospitals, correctional facilities and other social service organizations and agencies.

IV. Implications for Community Development

Paulo Freire notes:

> "There is no such thing as a neutral educational process. Education either functions as an instrument which is used to facilitate the integration of the younger generation into the logic of the present system and bring about conformity to it, or it becomes 'the practice of freedom'--the means by which men and women deal critically and creatively with reality and discover how to participate in the transformation of their world."[4]

It is our belief that new models of higher education must provide students and faculty members the opportunity to experience this transformation both on campus and in communities.

Some of us, faculty and students, have had the opportunity for the past three years to work in depth with two poor, bilingual rural communities. We have been able to bear out our assumptions of:

1. Communities do not neatly sort their problems according to categories labeled anthropology, history, biology, etc. They are well aware of the integrated nature of community problems and planning. We fully realize the need for faculty and students from many disciplines to join with us in such endeavors.

2. That communities are the most logical means to provide integration and synthesis experiences for students and faculty.

3. That communities must develop holistically. No longer can we separately plan for education, health, social services, and economic development. Each part of the community is vitally linked to every other part.

4. The role of university faculty and students is to learn and to facilitate community development, not to manipulate or make decisions for the community. We can provide:

   (a) Some expertise, information, and documentation for decision-making alternatives.

   (b) Coordination, facilitation and training for participants in the process.

(c) Analysis of data collection and implications for possible decision choices.

5. The primary means for community development are extensive dialogue, analysis, and actions. Every person is capable of critically reflecting upon his or her world in a dialogical encounter with others.

6. Planners must be facilitators. They must have faith in all the people and they must not predetermine the outcomes of the planning process.

7. The planners or facilitators must become obsolete and the community must become self-directive.

Regarding the use of knowledge and university talent in communities, Benjamin DeMott has noted:

> "What they are doing, in effect, is offering certain skills and a place in which those skills could be learned and tested by people, who may or may not have them--people of all ages. The skills are skills with which to address a particular social need existing in that community; the need ought not to be defined by other people in the university but by the people there on the block."[5] Amen.

V. Need for Matrix Organization

One concluding concept that we will develop extensively over the next two years is to transform the university into a matrix organization. This development is strongly implicit in our current reorganization plan and is our movement away from departmental structures; but in order to completely detribalize this, one further step is needed.

A matrix organization stresses the notion of temporary system structures that bring together interdisciplinary resources to achieve specific program objectives; it creates the opportunity for fluidity of personnel rather than rigid classifications.

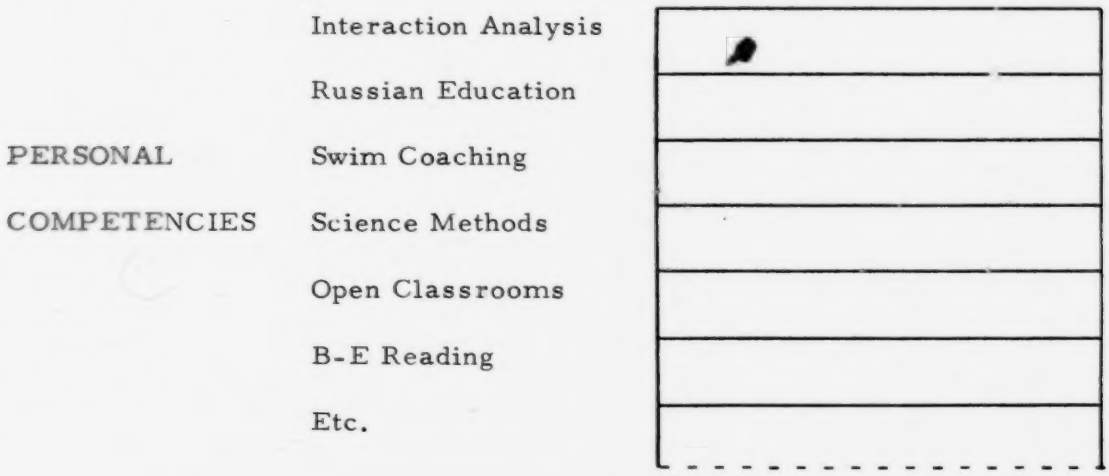
Let me give you an example of one possible matrix approach that has been developed in our college:

VI. Learning Specialities Reorganization Model[6]

Three basic ideas underly the model for change. First is the notion

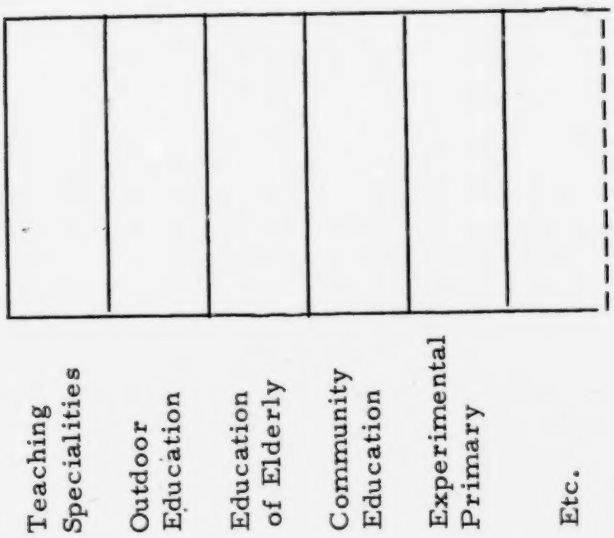
that the person and his interests, skills, and talents are what is most important in building any new program of study. Our best resource is ourselves. Bureaucratic concentration on programs and "needed courses" tends to limit the opportunity for one to express and develop their competencies. A person may have skill in classroom organization but if that person is programmed into learning and human development, the opportunity to share that skill with others in a systematic way rarely arises. Therefore, the first category represented on the change model is an inventory of the faculty's personal competencies.

The dotted line signifies the flexibility inherent in the model. The dimension of personal competencies may expand or contract as new faculty come into the college or older faculty leave the college. Examples of competencies might be interaction analysis, historical foundations of Russian education, coaching swimming, science methods, open classroom organization, the Bereiter-Englemann approach to reading, etc.



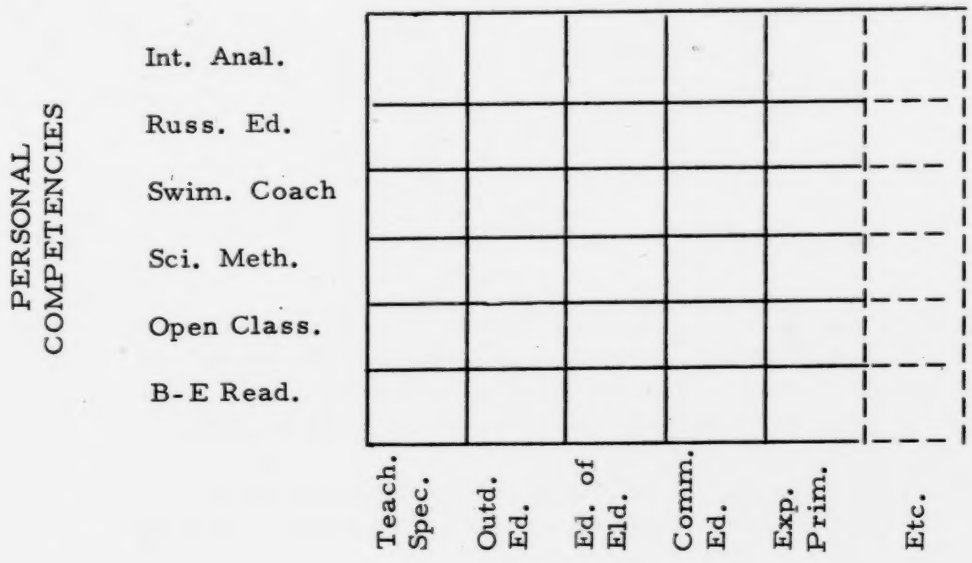
The second notion is that one then builds programs around people with desired competencies. Programs are built to fit people, not vice-versa. Programs are viewed as transitory administrative budget categories organized to fulfill a certain need at a given point in time.

The dotted line again shows the flexibility inherent in the model. Programs may come and go without disruption of the college structure.



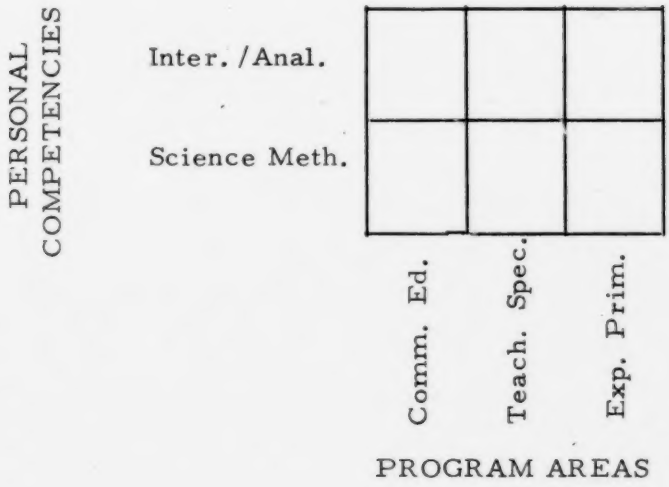
PROGRAM AREAS

Superimpose personal competencies on program areas and matrix or organization is derived. The matrix represents people multiplied by programs.



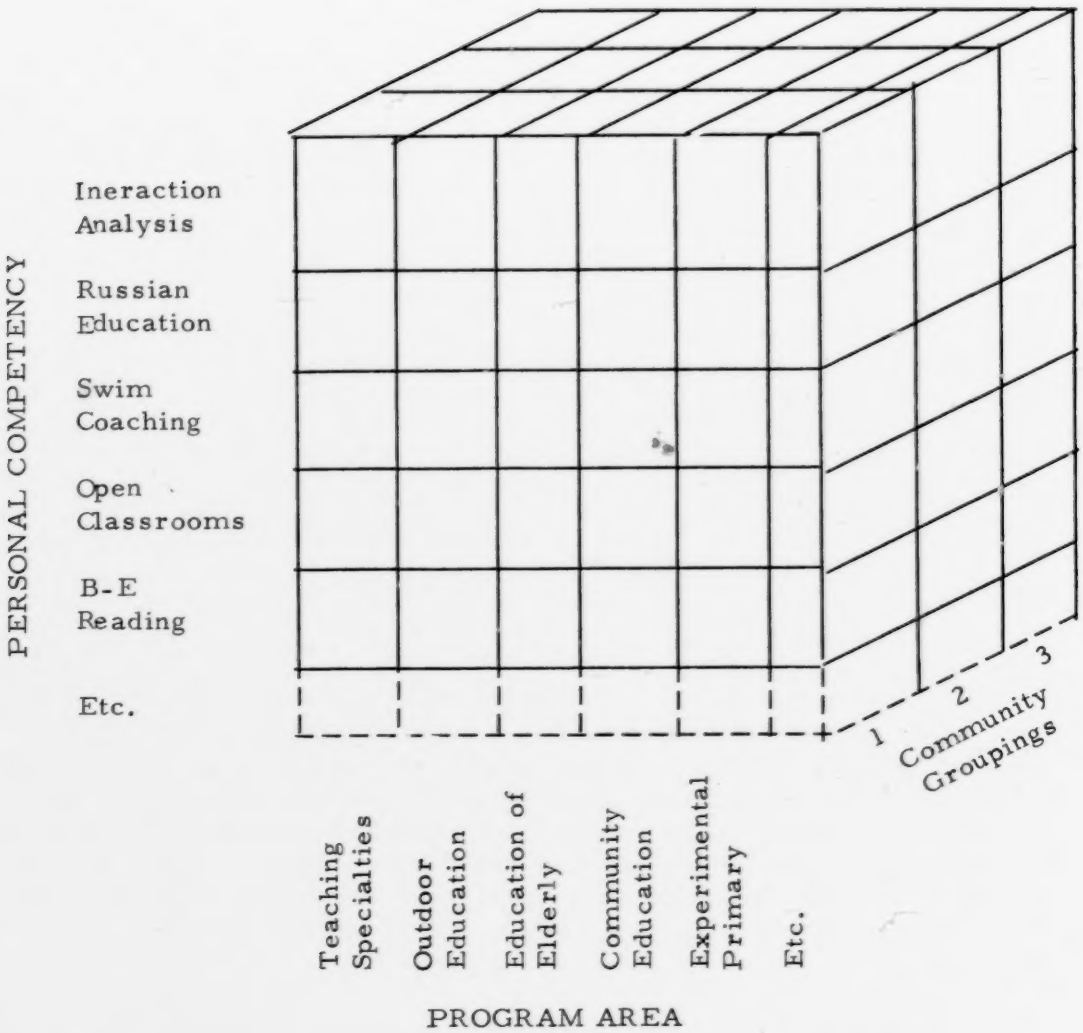
PROGRAM AREAS

A person's individual role in the college, related to teaching, might be represented thusly:

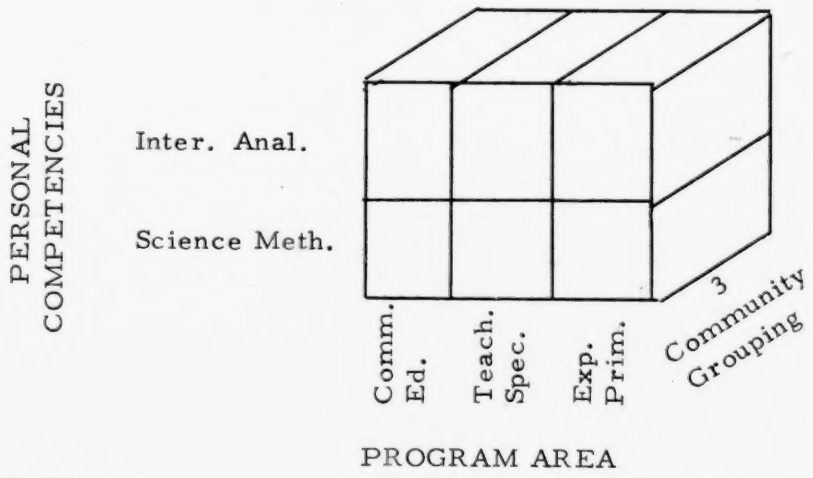


Finally, the matrix organization thus represented would not give a cross-fertilized communication flow across programs in the college. People would communicate within program areas but cross program sharing would be hard to accomplish with the system outlined so far. Therefore, the notion of small community groupings cutting across both competency and program dimensions was built into the model. Small groups of people would meet informally together, periodically, to share what is occurring in the areas they represent. Their agenda could take other forms as well.

This gives us the final learning specialities reorganization model. (See next page.)


PERSONAL COMPETENCY
Ineraction Analysis
Russian Education
Swim Coaching
Open Classrooms
B-E Reading
Etc.
Teaching Specialties
Outdoor Education
Education of Elderly
Community Education
Experimental Primary
Etc.
PROGRAM AREA
1
2
3
Community Groupings

A person's individual role in the college is now defined with the added dimension of community: Competency(s) superimposed on Programs superimposed on Community Grouping.



submitted by:
Charles Rathbone
1-18-73

VII. Conclusion

For a long time I have felt that universities were in an advanced state of system entropy or death-state. My present experience has given me new hope. Needless to say some groups of faculty and students and agriculturalists are fighting to preserve the status quo, but even they are beginning to realize that the status quo is not one of the choice options.

I would like to conclude by sharing with you a recent statement by Kenneth Boulding:

> ". . . the fundamental purpose of education is to create people, and the question is what kind of people. We as educationists need to have some sort of image of the future, some sort of image of what the world is all about and what the world is going to be like, in order for us to produce an image of the kind of values which will be appropriate for the world ahead."[7]

FOOTNOTES

[1]Bertrand deJouvenal, "Intellectuals and Power," The Center Magazine, Vol. VI, No. 1 (Jan./Feb., 1973), p. 56.

[2]Ibid., p. 56.

[3]Robert McClintock, "Universal Voluntary Study," The Center Magazine, Vol. VI, No. 1, (Jan./Feb., 1973), p. 27.

[4]Paulo Freire, Pedagogy of the Oppressed (New York: Herder and Herder, 1970), p. 15.

[5]Benjamin DeMott in Of Education and Human Community: A Symposium of Leaders in Experimental Education, Eds. J. Bowman, L. Freeman, P.A. Olson, and J. Pieper (Lincoln, Nebr.: Nebraska Curriculum Development Center, University of Nebraska, 1972), p. 183.

[6]This model was prepared by Dr. Charles Rathbone, University of Vermont, 1973.

[7]Kenneth Boulding, "Education and the Economic Process," in Nothing But Praise: Thoughts on the Ties Between Higher Education and the Federal Government (Lincoln, Nebr.: Study Commission on Undergraduate Education and the Education of Teachers, 1972), pp. 70-71.

NEW POSSIBLE FEDERAL ROLES AND RELATIONS FOR LARGE INSTITUTIONS

by Paul A. Olson
University of Nebraska

It would be appropriate for people in teacher education to be in despair. The prospect of 1.7 million surplus teachers appearing in the next twelve years is affecting policy at every level. The Study Commission on Undergraduate Education and the Education of Teachers has written to most institutions in the country which educate teachers; we have received, from a variety of those institutions, an indication that the institution is no longer training teachers (because the state planning commission has told it not to train teachers any more) or that the teacher education program has been cut back because the number of teacher education candidates is diminishing. The pressure of the surplus is going to become much more intense if the colleges assume for themselves the position that they have assumed for the last decade. The 1202 commissions which may come into existence, the state higher education planning commissions which are in existence, are going to have at their disposal sophisticated manpower information systems which may mean more cutbacks for Colleges of Education. The federal picture also appears bleak. Practically all categorical aid programs have been cancelled. One may almost have a sense of beaches piled high with the wreckage of former federal programs. There are, I think, three signs of hope. First, the possibility is that there will be revenue sharing of some sort, probably special educational revenue sharing. Second, if Congress has its way, the state 1202 commissions will have power with respect to the allocation of funds for post-secondary education, including power over teacher education--the definition of what the roles and tasks of teacher education colleges are. They could become a useful support system. Finally, there will probably be a small amount of targeted federal work out of the National Institute for Education, the Foundation for the Improvement of Post-Secondary Education, or OE.

Let me go back and try to give you some sense of what I think is going to happen in each of three areas which I mentioned (that is the revenue-sharing area, the state-planning area, and the federal-targeted areas).

I. and II. Revenue Sharing and State Planning

Elliot Richardson's last statements as secretary of HEW may be heeded; whatever the program is called--whether MEGA or the Better

Schools Act--federal funds may be merged to make a special revenue-sharing authority. They also may not be merged. If higher education is interested in protecting its interests, it ought to be prepared for the possibility of special revenue sharing by looking at the relationship between what is being proposed for revenue sharing and what is happening in the state management systems and related higher education commissions. The teacher training done under revenue sharing will have to be through some kind of contract out of LEA's or SEA's. However, the state agencies and the LEA's cannot plan realistically without some consultation with the 1202 or state higher education planning commissions if they expect to use higher education resources.

What will be crucial at the state level, as the new revenue-sharing and planning systems are developed, may be the form of the state management and manpower information systems. Conventional systems being developed, through NCHEMS or HEGIS,will not treat teacher education particularly well if their formats are not changed. Theoretically, for instance, the NCHEMS system for higher education management will cost out all of the costs of programs, program by program. However, whereas HEGIS and NCHEMS both have had pretty good schedules for determining what the cost of a clinical hospital is, the schedules for determining the cost of field work and of training schools for the education of teachers are much less well developed. The Study Commission, in working on the NCHEMS people and the National Center for Educational Statistics people, is endeavoring to develop a management information system or some section of a management-and-manpower information system which will take cognizance of the problems facing people working with education personnel training.

The new management systems could destroy rather than facilitate change. They are almost entirely based on a credit-hour system. However, the notion of a credit-hour base may be a metaphor or it may be the central message of the system. If it is simply a metaphor, then the fact of metaphor may not make much difference to the development of new educational formats unless a state legislator begins to look at information developed and to ask questions about the metaphors, insisting that credit hours reported correspond to clock hours spent by students behind desks. Experimental education and field-based education tend to suffer under systems which evaluate productivity in numerical language games unless the issues of how they are going to be represented numerically, what the numerical metaphors are, are negotiated out prior to the installation of the systems. [1]

Again, planning commissions could work to exclude rather than to include the publics which federal teacher education policy has, in recent years, made a purpose to include. The 1202 commissions are supposed to have minorities and women on them. But the roles which minorities and

women will have are not at all clearly spelled out, nor are the proportions of new people specified. The way in which the planning process is supposed to go ahead--the extent to which local communities are supposed to be consulted--is not delineated as yet. Who regulates the manpower-and-management systems will determine what they say as to the number of teachers needed in the state. Will state management-and-manpower people or the 1202 people consult with school principals? Will they consult with central curriculum headquarters in the school systems? Or will they consult with grassroots community organizations, with other human services organizations, and with parents and students? If they consult "the profession," they will find out who is needed to fill role stereotypes in the education professions. If they consult the clients, they will find out who is needed in terms of services perceived as needed by the client.

It is interesting to speculate what kinds of educational personnel would be announced as needed in America were we to develop client-oriented manpower assessments. I would guess that there would be an indication of need for community-building teachers, combining the skills of street workers, classroom teachers, and community organizers--"teachers" who know the folkways and mores of the community, its political structures, backward and forward. There would be pressure that the teacher know the child's language, his gestural and kinesic style. (Six million of America's 41 million school children face teachers who are not culture-bearers of their own culture and who do not speak the first dialect or language of the home. Many more descendants of eastern European ethnics face teachers who do not share their religion, values, or home language. Neither the teacher nor the student can function with full competence if deep dialectal or linguistic or gestural dissimilarities exist between them.) As people in industry, the vocations, and the community come to define what sorts of people are needed, there would be pressure for higher education to assist in developing teachers for industry, for the allied-health professions and for human services; for teachers who can assist in problem solving in the community, in community therapy, and in community planning.[2] All of this may involve taking away power from the professional teacher education, a new sharing of it with the field. It may also mean that the public will decide it needs many more teachers of a new kind and so "solve" part of the "surplus" problem.

The regionalization of educational policy may make the neighborhood and its school (including parents) the agency in the community which makes a real assessment of what the community is, what adult skills are needed in it, and how children can best be moved from childhood to competent adulthood in it. Past Americans have emphasized the development of "general competencies" and "a national culture." They have developed people "everywhere mildly competent and nowhere really at home." In countering

this trend, the higher education planning, or the 1202, commissions may phase out some institutions or their teacher education segments. They may ask other institutions to adopt differentiated missions for themselves so that if one institution in a state trains administrators for alienated suburban communities, another does human resources education for Chicano communities. Higher education planning may also increasingly fix responsibility for the quality of education provided a particular area surrounding the higher education institution on that institution and its set of related school systems.

The Study Commission has been working with the National Center for Education Systems on a plan for state manpower systems which would give, to 1202 or state planning commissions, a more workable instrument for assessing needs and allocating resources for reform. If the proposed plan is adopted, this could be a time of greater creativity for higher education--particulary for Schools of Education--as they respond to the problems they face. They need tools. In the age of management, they may not be able to respond well without appropriate management tools.[3]

III. Targeted Work

Targeted federal work does not involve categorical aid. It will be developed through three agencies: the National Institute of Education, the Foundation for Post-Secondary Education, and certain special programs funded through the Center for Career Education. Targeted work will include several areas:

(A) Further serious study of present accreditation practices: The NIE legal guidelines ask for research on the appropriate locus of the governing of the educational process, on the effect of hidden or submerged educational power structures, and on legal problems inherent in the creating of new institutions. If you put those three rubrics together with what the Newman Commission has been saying about the accreditation of institutions of higher education, the direction is clear. The Post-Secondary guidelines also speak of innovations and reforms in the accreditation of institutions and the examining and certifying of individuals. (You may also have observed that the Brookings Institute has recently been funded to do a major national assessment of accreditation, which includes some study of the accreditation of teacher education institutions.)

(B) The credentialling of teachers: The Griggs vs. Duke Power case, the Mercado and Chance vs. the City of New York case,

and a series of other court cases with respect to credentialling in other professions have raised nationally the possibility that credentialling as practiced now may not measure up to the law's demand--specifically, the credentialling requirements which exist may constitute non-job specific impediments to the holding of a job. Two other court decisions will be increasingly important in credentialling arguments: the Yoder case decision in Wisconsin and the Miccosukee case decision in Florida both say that children from "outsider's" cultures do not have to attend the public schools after a certain age. In these opinions, the schools are viewed implicitly as "culture-destroying agencies." Perhaps more important, the notion of a legitimate teacher is redefined to mean somebody who can bring a child from childhood to competent adulthood in a specific cultural matrix. Both cases further implicitly deny the argument that there is a universal "professional quality" which can be acquired in higher education which makes one everywhere a competent teacher. If one puts this position together with the Griggs decision, one has the basis for interesting shifts in the credential law defining who can be a "teacher."

A third set of important decisions are those having to do with the rights of students and declaring students to be human beings having the rights of citizens: the Tinker and Tinker case in Des Moines, which gave students the right to wear the insignia of protest in the schools, and the Horace Mann Insurance Company case, which denied the rights of school officials to impose on students excessive physical punishment. As a consequence of these decisions, credentialling law may have to come to ask: Can a teacher trained in X or Y institution relate to a culture and do so in such a way as not to have to resort to the denial of rights or excessive physical punishment?

If, as a consequence of Mercado and Chance and other cases, accreditation (attached to credentialling) ceases to be a legal tool determining job control, then it will also cease to be a threat to institutions which must, perforce, be concerned about jobs for their graduates. Accreditation in this new context can then, perhaps, be developed as an institution-building process.

Credentialling is increasingly becoming competency based; the real issue now is: Who is going to define the competency and how? The Yoder and Miccosukee cases suggest that the client ought to be deeply involved with the definition of what constitutes a competent human service agent. The sort of broad conception

of competency that the Vermont program sets forth is perhaps more cogent than the conception of competency fashionable now, a conception which tends to restrict competency to behaviors emitted in a classroom and recorded through "behavior counting" analyses of videotapes. Indeed, the definition of a teacher may well change as a consequence of credentialling thrusts and legal thrusts. The adult of competence in X, Y, or Z community--and the community has to be specified; otherwise the competency doesn't mean anything--will be the person admitted as a teacher.

(C) The form of federal grants: The federal government increasingly is seeing that "soft money" and "temporary systems projects" are not effective. All too often the federal government has said, "We will give you money for one year, but we may not give it to you the next year." The state legislature, at the same time, has said, "We give hard money for permanent structures." In such a situation little change occurs. As long as the hard money logic prevails in state legislatures, and as long as a soft money logic prevails in the making of the federal commitment, federal money is not going to affect what happens to local institutions. But if state funds are directed toward temporary systems such as Mr. Case described, and if federal money requires an equal commitment to its goals up through the top-level governance boards of the institutions, federal money may come to have as much force as state money. Federal money should be given to an institution because of what it has done, what its definition of future institutional mission is in relationship to a specified client audience; and it should be given only as "temporarily" or as "permanently" as state money is given by the legislature.[4]

(D) Specific targets: The institutional targets of the new federal grants are likely to be:

(1) Better recruitment and counselling for teachers and better counselling for teachers who are in service. According to Henry Hector's study of teacher effectiveness, teachers improve in effectiveness across the first five years of their period on a job. After that their careers tend to be one long downhill run. That situation can be remedied by counselling, by the reforming and restructuring of the schools, and by the changing of teachers' conventional career patterns to encourage some teachers to seek other vocations or to move through several community jobs as part of making themselves new and welding together community and

school.

(2) Institutions which have a sense of mission. The mission must be an institution-wide mission in the area of the education of teachers. Part of this will have to do with bringing the arts and sciences and education together. For all the federal money that has been poured into that, these two sides of higher education are still going on their merry ways doing what they please. Now these two agencies or higher education must look at how they can work together in the field to serve the community. The kinds of institutions likely to get support are institutions that have narrow, specific sorts of missions, a specific constituency to which they answer: e.g. Sinte Gleska in South Dakota. Some money ought perhaps to go into experimenting with breaking up the multiversity and also into using modern communication systems, faculty in the field, and extension agent models to see if higher education can immerse itself in the community and deliver a better product.

What is meant by "sense of mission" and the "human scale" is defined by the Foundation for Post-Secondary guidelines. The Foundation will support:

---missions which capitalize on the availability of new resources--be these talented individuals, industrial or cultural facilities, community groups and organizations, or whatever--and bring these resources into active play in the provision of post-secondary education.

---missions which provide certain educational functions--such as counselling, examining, credentialling--in new ways which open up new possibilities for individuals and new settings within which learning can occur.

---missions based on new concepts of what can be learned when, such as missions to provide professional education to young people entering post-secondary education, or liberal education well along in their careers.

---missions based on new concepts of learning communities--such as cross-generational communities--and new ways of relating these communities to the educational purposes being sought.

---missions which capitalize on the significance of community life and traditions, so that post-secondary education can strengthen distinctive communities, and community values and settings can reinforce the purposes of the educational process.

(3) The clinical school (the "portal school," the "Lighthouse school" and the teacher cooperative--institutions designed to educate and re-educate the community teacher). The development of clinical schools or their analogy may come out of federal targeted funds. These schools will train and retrain reforming teachers. They will also feed them into other schools ready for reform and support them. Some work of like kind will undoubtedly go ahead under state or "revenue sharing funds," particularly under the mandates of the Ryan Bill in California and the Fleishmann Commission report (Ch. 13) in New York.[5] It is clear that many of the rubrics under which NIE is funding "research in education" are research rubrics which would contribute to the development of community training and retraining centers for teachers. In a similar vein, the Foundation for the Improvement of Post-Secondary Education is emphasizing institutions which combine "field-learning and theory." Newman II appears to be emphasizing combinations of "education and human service schools," a combination which will be covered in the development of the new types of schools or "places" for educating and re-educating teachers.

The new federal policy should be a detribalized policy, centered in improving education's relation to the human communities surrounding education's walls. It should emphasize the "community" disciplines: sociology, anthropology, political sciences, economics, law. It ought to emphasize the human-scale, the culture-based, and the open. Breughel's village squares are open and are places of profound education. I am hopeful that we may be able to do as well in the next few years. In any case, despair is not the only appropriate emotion.

---

[1]Ludwig Wittgenstein, Philosophical Investigations, for treatments of this issue.

[2]Cf. Leo Shapiro, The Supply and Demand of Teachers and Teaching, available from the Study Commission, University of Nebraska, Lincoln.

[3]A proposal for a reformed management system is available by writing to the Study Commission, Andrews 338, University of Nebraska.

[4]Cf. Lew Pino, Nothing But Praise: Thoughts on the Ties Between the Federal Government and Higher Education, available from the Study Commission, Andrews 338, University of Nebraska, Lincoln, Nebraska

[5]Cf. The Fleischmann Report, available from the New York State Department of Education.

REMARKS ON THE FEDERAL ROLE, EDUCATION, AND TEACHER EDUCATION

by Albert H. Quie
U. S. House of Representatives

I believe this will be one of the most exciting and promising years in higher education in this nation. There are three factors that contribute to my enthusiasm. First, the draft has ended. Now, for the first time in 20 or more years, the young men who enter colleges will not be there because it offers an escape. True, societal pressure to obtain a sheepskin is still a very real factor in the lives of many young men and women, regardless of their abilities or interests. But if one thing has emerged as a force among students in the past three to five years it is their ability to withstand social pressures and go their own way. Ofttimes that has meant making sandals or growing somewhat illicit agricultural products, but, as often as not, it has meant that more and more young people are finding satisfaction and contentment in vocations which are not white collar executive positions. I hope that trend continues.

The second factor which I find encouraging is that the so-called fiscal crisis of two and three years ago seems to have stabilized. In many cases situations have actually improved. The dire predictions of 1970 that colleges would be closing by the tens have not materialized. True, there have been some closings. But, the number has been small, and the ones which I know of that have closed have not materially weakened American education through their demise. Colleges have learned how to budget, how to manage money flows and how to deal a bit more effectively with faculty, staff and students. Tuitions do continue to rise, but states are becoming more and more interested in assisting all segments of the higher education community, including nonpublic colleges and universities.

Finally, and the reason for my greatest optimism, we will soon put into operation the newest and most revolutionary program of federal assistance to postsecondary education since the land grant college bill of the 1860's. The new program is, as many of you know, the Basic Educational Opportunity Grant program enacted into law last year as part of the Education Amendments of 1972. This new program should have a revolutionary impact on postsecondary education by guaranteeing every low and middle income student in the nation a specific level of federal grant aid provided he or she is admitted to an accredited institution of postsecondary education. Although the grants in the beginning years will never exceed one-half of need, it is estimated that between 1 1/2 and 2 million students will be receiving aid by the fall of 1974. [1]

This new program also represents a major shift in the federal role in higher education. The trend now is to place funds directly in the hands of the students rather than in the hands of the institution. The effect of this change, which I believe will become even more pronounced in future years, will be to reduce the direct intrusion of the federal government into the internal affairs of institutions and increase dramatically the degree of competition which exists among institutions. If colleges want students they will have to offer programs which are much more attractive to their potential clients. The presence of students with federal funds also has a direct bearing on federal aid to institutions, if and when that provision should be funded.

The Budget for Higher Education

As to the funding of higher education, the picture has some bright signs. In 1972 total grants from the Office of Education for higher education were $1.24 billion after removal of a one-time extra appropriation necessary to place the Work Study program on a forward funding basis. The President's 1974 budget requests $1.75 billion, an increase of 40 per cent in just two years, and that figure does not include money for VA programs and other forms of federal student aid such as social security benefits. The increase in student aid funds has been even more dramatic. The total OE appropriation for that purpose in 1972 was $974 million, again removing that lump sum for Work Study. In 1974 the student aid total will grow, under the President's budget request, nearly 60 per cent to $1.534 million.

I would be less than candid if I did not admit to you that hidden within those figures are some significant changes which affect graduate education. With a few isolated exceptions, most federal aid for graduate education is being terminated. The major exceptions are certain programs in the sciences run through the National Science Foundation and some programs operated by the Arts and Humanities endowments. The rationale for the termination is quite simple and reflects a conscious decision on the part of the administration to concentrate its resources and efforts at the undergraduate level with the goal of equalizing access to postsecondary education.[2] The theory behind that decision is that by the time a student receives a basic undergraduate education, he is roughly equal in earning capacity with more affluent students. There is also the quite legitimate concern that continued federal stimulation of certain graduate programs will only exacerbate a job market situation which is already undesirable.

But all in all, I believe the budget situation is anything but bleak for higher education. With respect to the budget, however, Congress is faced with the vexing issue of how to cope with the President's budget in a way

that enhances the power of the legislative branch. Unquestionably the President is right when he charges that Congress deals with the budget in a piecemeal fashion with no overall perspective. However, there is reason to believe that Congress will soon set its own house in order and find ways to cope with the budget.

A joint House-Senate committee chaired by Rep. Al Ullman of Oregon has been meeting regularly and has issued a set of recommendations which would have each House adopt a total spending ceiling at the beginning of each session. That ceiling would also include targets for each of the dozen or more individual appropriation bills handled each year. To exceed the spending limit on any one bill, a two-thirds majority would have to be mustered. After all appropriation bills had been considered, Congress would consider a final wrap-up bill which would either reduce total appropriations to fit the ceiling or add funds where required. In addition, that final bill would carry with it recommendations for tax increases to finance any excess expenditures or would publicly admit to the need to increase the national debt by a given amount. I believe that this is the right approach. I endorse it with the firm belief that such a system, if adopted, will actually result in more funds for education. In fact it is the only way we can increase substantially federal funds for education.

Newman Paper on Teacher Education

As many of you may know, the Newman Task Force is preparing a paper on teacher education. I am most intrigued with a recommendation made in a draft version of the task force paper which suggests that the federal government should encourage the establishment of mission-oriented teacher training institutions, in contrast to the constituency-oriented programs which generally exist now.[3]

The Newman paper on teacher education makes another recommendation which I endorse without reservation: that research and development begin immediately on procedures for awarding teaching credentials on the basis of demonstrated competence with the ultimate goal of credentialling all teachers on the basis of competence.

I think that idea has considerable merit and should be expanded into administrative areas as well. I see little reason to make a school district personnel director or assistant superintendent go through the same credentialling procedures as a second grade teacher. I can see credentialling based on competence as having profound and desirable effects on the educational process.

The Need to Strengthen Occupational Education

I have long been an advocate of the need to both increase and upgrade the level of occupational education occurring in the schools. I believe that occupational education takes many forms, from exposure to careers in the lower grades to actual training and on-the-job experience in high school and in postsecondary education.[4]

Two years ago I sponsored a major piece of legislation, the Occupational Education Act, which received strong bi-partisan support in both the Senate and House. That act was included in the Education Amendments of 1972 as part B of Title X of the Higher Education Act. Among its purpose is the development of new and innovative ways to infuse occupational education into the elementary and secondary schools, as well as providing considerable financial support for new programs of occupational education at the postsecondary level.

Unfortunately, the President did not include funds for the Occupational Education Act in his 1974 budget request. However, I intend to work to have those provisions funded and to have new approaches, such as competency certification of occupational education teachers, supported and widely replicated. I would urge each of you to give serious consideration to changing your own programs to make them flexible enough to accommodate short-term classes for those who enter the teaching profession through the competency certification channel. In addition, I would challenge you to develop other ways of training and retraining teachers of vocational education. I am firmly convinced that HEW Assistant Secretary Sidney Marland is right when he says that the general high school curriculum, which, tragically most often leads nowhere, must be eliminated. In its place must come both wider access to postsecondary education and a much greater emphasis on occupational education which will enable a graduating senior to productively enter the labor market.

. . . . . .

Teachers in the Political Process

Finally, as I mentioned earlier, I would like to offer a suggestion or two which I hope will result in a greater degree of participation by teachers and those who train teachers in the decision-making process in Washington and in your own state capitals. . . . We need to hear from those of you who have had experience in good programs of individualized instruction as well as those who can discourse with us about the federal role in education and how well the laws already in existence and funded have worked. I would like to see a few selected groups of teachers come to Washington and

talk with those of us who will be dealing with these issues.

I would also like to hear from the trainers of teachers. But, when I hear from you I would like to know that you have actually spent some time recently in the classroom in an elementary school or a high school. I was interested in an article in a recent edition of a university newspaper in the midwest which quoted a number of faculty who had served as substitute teachers for a few days. One was quoted as saying, "It wasn't easy, and I suppose that's why its worthwhile. We owe teachers a great deal more respect and consideration than we give them for the patience and understanding they have in working with children."

The dean of the school of education remarked, "I'm under the impression that somehow we ought to require this kind of participation by as many of our university people as possible. I'm not sure how much that we do equips people to operate in the everyday world." I hope that dean succeeds in imposing that new requirement!

FOOTNOTES

[1]Cf. Open Admissions: The Promise and The Lie, a book by the Student Committee of the Study Commission on Undergraduate Education and the Education of Teachers which describes what institutions may have to do to make the BOG's work. Available through the Study Commission, Andrews 338, University of Nebraska, Lincoln, Nebraska 68508. [Footnote by the directorate of the Study Commission.]

[2]Cf. the analysis of the Cartter and Reuss-Anderson reports (being prepared by William Arrowsmith and Patrick Dolan) for analyses of other federal interventions at the graduate level which may have had an effect on undergraduate education. [Footnote by the directorate of the Study Commission.]

[3]The Study Commission has also held that many present federal programs serve professionalized constituencies rather than school clients. [Footnote by the directorate of the Study Commission.]

[4]The Career Education program has been placed in OE in the same branch with the old NCIES (National Center for the Improvement of Educational Systems) branch; the Study Commission has been developing some input for the dissemination segment of the OE Career Ed work. Cf. the Study Commission document Of Education and Human Community and other career-oriented papers. [Footnote by the directorate of the Study Commission.]

PUBLICATIONS AVAILABLE FROM THE STUDY COMMISSION

1. Education for 1984 and After. Vito Perrone of the University of North Dakota's Teaching and Learning Center, Alfredo Castaneda of Stanford University, George Denemark of the University of Kentucky and others discuss targeted education for teachers, cultural pluralism, management systems. Related articles by Murray Wax of the University of Kansas, Nancy Arnez of Chicago's Center for Inner City Studies and others. $1 each for postage and handling.

2. The University Can't Train Teachers. Prominent school administrators, including Richard Foster of Berkeley, Barbara Sizemore (then in Chicago), Jose Cardenas of San Antonio, and Paul Salmon of the American Association of School Administrators, talk about school-based training for future teachers and about how certification, accrediting, tenure, and funding problems affect change in teacher education. Related essays and court cases. $1 each for postage and handling.

3. Of Education and Human Community. Essays on education and the community building process include writings by Phillippe Aries, J. H. Van den Berg, President Julius Nyerere of Tanzania, James S. Coleman, Jerome S. Bruner, John Bremer and the editors of The Ecologist. A value statement of the Study Commission and a discussion among leaders in experimental education are also included. $1 each for postage and handling.

4. Toward a Community of Seekers. Published for Johnston College, University of Redlands, Redlands, California, the book records a national symposium on higher experimental education and lists 267 experimenting college programs and related organizations. $3 per copy.

5. Nothing But Praise: Thoughts on the Ties Between Higher Education and the Federal Government, by Lewis Pino. $1 each for postage and handling.

6. The Supply and Demand of Teachers and Teaching, by Evelyn Zerfoss and Leo Shapiro. $1 each for postage and handling.

7. Newsletter. No charge.

8. Information Sheet on Student Committee Training Documents. Includes prices for several publications available in late summer, 1973: Open Admissions; How to Research the Power Structure of Your University; We'll Do It Ourselves--Combatting Sexism in Education; A Profile of Several Black Community Schools; Mini-Manual for A Free University, and others.

SEND CHECK OR MONEY ORDER PAYABLE TO UNIVERSITY OF NEBRASKA TO: The Nebraska Curriculum Development Center, Andrews Hall, University of Nebraska, Lincoln, Nebraska 68508.

SUNY at Binghamton Develops Innovational Projects Board

The Innovational Projects Board at the **State University of New York at Binghamton** is a **Harpur College** committee institutionalized in March, 1973. The IPB is an agency responsible for: (1) granting academic credit for innovative courses and individual or group study projects, and (2) approving proposals by individual students for interdepartmental major programs not listed in the college catalog. The Board is made up of five faculty members, three students, and the dean of Harpur College.

Although the IPB is charged with facilitating "innovative" academic challenges, it is only one of several agencies in Harpur College through which such academic work is possible. IPB consults appropriate persons to see whether a given proposal—sponsored by one or more faculty members and submitted to an academic council of a college—may be implemented by a department, school, or committee before the IPB undertakes sponsorship. The IPB can provide resources or otherwise make possible curricular development that is subsequently formally assumed by departments.

It is difficult to define what is meant by "innovation" in education, but a working definition used by IPB is: "that which is academically sound but not readily accomplished within the established university structure except through such specially devised faculty-student committees as the IPB."

All proposals to the IPB are submitted on behalf of the applicants by an academic council made up of faculty and students. Participants in IPB's endeavors submit a summary and critical review of their projects. Any faculty members, administrators, or students, as individuals or groups, may submit course proposals. Individual students or student groups may submit proposals for supervised independent-study projects for academic credit, and any student may concurrently submit more than one proposal for individual projects.

UPEP Program Reactivated; Closing Date for Submission Of Proposals Was June 20; Funds to Be Obligated by June 30

The following item appeared in the *Federal Register*, Vol. 38, No. 114, on Thursday, June 14, 1973:

UNDERGRADUATE PREPARATION OF EDUCATIONAL PERSONNEL PROGRAM

Notice of Closing Date for the Submission of Applications

The U.S. Office of Education will accept proposals for 1-year grants for the improvement of undergraduate programs for educational personnel authorized under section 531 of the Education Professions Development Act, as amended by Public Law 92-318, the Education Amendments of 1972. Eligible applicants include institutions of higher education, State education agencies, local education agencies, and consortia of the above.

Grants will be made for the purpose of developing and installing alternative programs for the undergraduate preparation of educational personnel that are based upon active cooperation among the public schools, the arts and sciences disciplines and professional teacher education. Proposals must demonstate that the undergraduate preparation programs will be developed in concert with and show continuing responsiveness to the needs of the schools and the communities they serve. It is expected that activities funded under this program will act as a catalyst for multiyear efforts using local funds. Expenses covered by these grants will include costs of program development and installation or conversion to the new alternatives from existing training programs and will not include stipends and the costs of the operation of the training activities themselves.

Criteria upon which proposals will be evaluated are:

The appropriateness of the budget to the statement of work;
The quality and adequacy of the proposed design;
The influence and experience of personnel;
Degree of participation of the schools, professional education, and the faculties of arts and science in both planning and implementing the program;
Extent to which the proposed design is a clear alternative to the present system; and
Likelihood that the proposed design will influence the reform of the undergraduate preparation of educational personnel.

Prospective applicants are notified that funds appropriated for this program must be obligated by the Office of Education no later than June 30, 1973. In order to be considered properly completed, an application must be received no later than June 20, 1973. Applications may be obtained from and are to be submitted to the National Center for the Improvement of Educational Systems, U.S. Office of Education, 400 Maryland Avenue SW., Washington, D.C. 20202. (telephone 202-962-8176 or 202-962-1292.)

All grants for the support of activities covered by this notice are governed by applicable statutory requirements and will be made subject to standard terms and conditions appropriate thereto. A copy of such terms and conditions are available upon request at the above address.

This notice is effective immediately.

Dated May 21, 1973.

JOHN OTTINA.
Acting U.S. Commissioner of Education.

Approved June 8, 1973.

CASPER W. WEINBERGER.
Secretary, Health, Education, and Welfare.

[FR Doc. 73-11981 Filed 6-13-73; 10:05 am].

Vol. 2, No. 1, June, 1973

The Study Commission Newsletter is printed by the University of Nebraska Printing and Duplicating Service and is sent to Study Commission members, committee members, Office of Education personnel, directors of Training Teachers of Teachers (TTT) and Career Opportunities Programs (COP), deans and other officers of many universities, some education editors, and others who request it by writing to Paul A. Olson, director, Study Commission on Undergraduate Education and the Education of Teachers, Andrews Hall, University of Nebraska, Lincoln, Nebraska 68588. (Phone 402-472-2960.) Since the Commission is funded under a grant from the U.S. Office of Education, Department of Health, Education and Welfare, this newsletter is sent at no charge. Anything in the Newsletter may be reprinted without permission.